

MUNICIPAL GROWTH POLICIES

Supplementary Background Report

REGIONAL PLAN PROJECT

Edmonton Metropolitan Regional Planning Commission

THE GROWTH PHILOSOPHY AND POLICIES OF EDMONTON AREA
GENERAL MUNICIPAL PLANS COMPARED
TO THE 1981 EDMONTON REGIONAL PLANNING COMMISSION
GROWTH POLICY

Municipal Division
Edmonton Metropolitan Regional Planning Commission
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1.0 INTRODUCTION

This study represents part of the work prepared as background information for the re-evaluation of regional growth policy which is now underway.

The material presented is drawn from the General Municipal Plans and the Revised Draft Regional Plan. In that it discusses policy and its perceived effect the paper must be interpretive. However, whenever possible, policy is quoted verbatim from the appropriate documents.

General Municipal Plans are statements of policy regarding the social, economic and physical development of municipalities. Once adopted, the plan by-laws are binding on the actions of the Council, the administration and the public in respect to their dealings with the Council on the issues covered by the by-law. A policy statement adopted by by-law on the approach to development in a municipality is, in many ways, as enforceable a commitment as an approved plan of subdivision. The purpose of this report is to examine the philosophy of the general plans in comparison with the former growth policy of the Edmonton Regional Planning Commission.

2.0 STUDY ORGANIZATION

The study is broken down into eight sections. The first part examines the growth philosophies and policies found in the Inner Metropolitan Area centres: The City of Edmonton, the City of St. Albert and the Urban Policy of the County of Strathcona. The second part examines the plans of the Satellite Industrial Centres: Towns of Leduc, Fort Saskatchewan, Spruce Grove and Stony Plain. The third part examines plans of the Resource Based, Service and Commuter Centres: Beaumont, Bon Accord, Calmar, Devon, Gibbons and Morinville. The fourth part examines the Resource Based and Service Centres: Legal, New Sarepta and Redwater. The growth philosophies of the rural municipalities are examined in the next section. The work is summarized examining the overall philosophies with the former proposed regional growth policy.

3.0 INNER METROPOLITAN AREA

3.0.1 Revised Draft Regional Plan Statements

2. The Commission acknowledges the importance of providing a framework for growth and therefore endorses a city-centred Region concept, with the City of Edmonton as its focus.
5. The Commission recognizes the functional interdependence of the Inner Metropolitan Area communities of Edmonton, St. Albert and Sherwood Park, and will support:
 - (a) the accommodation of 65 percent to 70 percent of future regional population growth and work opportunities in these communities;
 - (b) the co-operative efforts of these municipalities in planning for the location of employment generating activities;
 - (c) the location of the highest order services and the development of a variety of economic activities in these centres; and
 - (d) the continued growth of the business and administrative functions of these communities.

3.1 CITY OF EDMONTON GENERAL MUNICIPAL PLAN

3.1.1 Status: adopted July 1980. Urban growth strategy under revision.

3.1.2 Role in Region

"It is the objective of Council:

To pursue a co-ordinated regional land use strategy which provides that the majority of regional growth be accommodated in the City of Edmonton.

It is therefore the policy of Council that:

The City of Edmonton will provide for the accommodation of 50% - 60% of the Region's population growth, which implies that the City is prepared to accommodate 70% - 80% of housing starts (Map 1.1).

The City will oppose the development of new urban communities in the Sub-region, and further expansion of country residential and other instances of isolated development in proximity to the City's boundary.

The City will support the continued growth of four principal centres of residential and industrial development in the Edmonton Region, namely:

- (a) a unified Edmonton Metropolitan area;
- (b) Leduc;
- (c) Fort Saskatchewan; and,
- (d) Stony Plain/Spruce Grove

The City will limit future service system extensions beyond the annexation boundary only to:

- (a) support the development of communities with balanced industrial and residential tax bases in Fort Saskatchewan, Leduc and Stony Plain/Spruce Grove; and
- (b) support the much more limited development of small communities more than 5 miles from the expanded city boundary."

Part II, pages 1.3 and 1.4

3.1.3 Comparison with E.R.P.C. Growth Philosophy

The principles presented in the plan are fundamentally consistent with the Draft Regional Policy. There is conflict possible over City policy regarding the role and consequent growth aspirations of rural municipalities, resource based and service centres, resource based service and commuter centres, particularly those within five miles of Edmonton's boundary (Beaumont and Devon).

3.1.4 Urban Growth Strategy Draft

This report likely will result in major changes to the existing general municipal plan. The time frame is altered from 1995 to 2021. The strategy proposes a means to accommodate 775,500 additional people as compared to 251,200 people under the general municipal plan (Implicit is a dramatically increased regional and city growth role). Also, this strategy is being prepared on the assumption of the City accommodating, 75 percent of regional growth from this date onward. Implicit in this is a need for the City to review its policy vis-a-vis all satellite communities.

3.2 CITY OF ST. ALBERT GENERAL MUNICIPAL PLAN

3.2.1 Status: plan document adopted by by-law 1977.

3.2.2 Role in Region

The plan was adopted prior to the Regional growth Policy and thus does not specifically address the regional role.

The plan will accommodate 50,000 people. No date for achieving this figure is specified except it was expected by 1987. The plan was to be reviewed in the 1980's for growth beyond this level.

An objective is "to ensure a more equitable balance between residential, commercial and light industrial growth".

Transportation linkages between St. Albert, Edmonton and the metropolitan area were a central objective.

The text of the plan clearly recognizes the relationship between Edmonton and St. Albert but consistently expresses the desire to maintain a unique physical social and community identity in that context.

3.2.3 Comparison with E.R.P.C. Growth Strategy

The plan does not specifically note the growth policies of the Revised Draft Regional Plan but does not appear fundamentally in conflict.

3.3 COUNTY OF STRATHCONA GENERAL MUNICIPAL PLAN - SHERWOOD PARK AND INNER METROPOLITAN INDUSTRIAL AREAS

3.3.1 Status: plan document adopted by by-law 1978.

3.3.2 Role in Region

The County as a whole is envisioned as a major growth centre both in the metropolitan and provincial context. Growth of both population and the employment base is foreseen.

The County seeks to concentrate its anticipated population growth in urban areas, as country residential is seen as uneconomical.

"The major existing growth centre in the County of Strathcona is the community of Sherwood Park which will receive a substantial portion of additional urban growth. In light of environmental restrictions, the establishment of energy corridors, development of other sub-regional growth centres, and the potential reaction of residents, the projected capacity population of the expanded townsite was 78,000."

Page 13, Strathcona General Municipal Plan

Consequent to this role growth was projected as follows:

1977	26,438
1984	41,600
1990	59,600
1995	78,000

78,000 is seen as the limit to expansion of the Sherwood Park townsite. The County feel that additional population pressures would require a new urban growth point outside the Inner Metropolitan Area to accommodate growth anticipated by the County once Sherwood Park is fully developed (see evaluation of Rural general Plans for discussion of this concept).

3.3.3 Comparison with E.R.P.C. Growth Strategy

The county did not explicitly relate the growth of Sherwood Park to its role in the Inner Metropolitan Area, but rather viewed it as a means of accommodating the population growth pressures expected by the County. This is not necessarily of great consequence as there is no doubt Sherwood Park does, and will, function as part of the Inner Metropolitan Area. The amount and nature of growth envisioned for Sherwood Park by the County through its general municipal plan appears consistent with the intent of the Regional Growth Policy.

3.4 GENERAL MUNICIPAL PLAN GROWTH POLICIES EXPRESSED AS A SHARE OF REGIONAL GROWTH

The E.R.P.C. growth policy expressed targets for the share of regional growth that each group of communities should plan to accommodate.

The following table has attempted to derive estimates for the share of growth that might be attracted to each community if the estimates and policies of the general municipal plan's were realized.

The plans have each approached population projections in different ways but are more remarkable for their generality on this subject than their specificity.

TABLE 1

POPULATION INCREMENTS FOR EDMONTON, ST. ALBERT AND
SHERWOOD PARK DERIVED FROM GENERAL MUNICIPAL PLAN

	1981-1986	1986-1991	1991-1996	1996-2001
Edmonton ¹	50,240	50,240	50,240	50,240
St. Albert ²	12,551	9,691	8,285	8,285
Sherwood Park ³	13,332	15,680	15,631	4,555
Total Inner Metropolitan Communities	76,132	75,611	74,156	63,080
Regional Increments ⁴	134,600	116,900	112,400	110,500
Metropolitan R.P.C. Increment ⁵	129,500	112,000	108,000	107,000
General Plan derived Inner Metropolitan Increment as percent of Regional Increment	56.6%	64.7%	66.0%	57.0%
General Plan derived Inner Metropolitan Increment as percent of Metropolitan R.P.C. Increment	58.8%	67.5%	68.7%	59.0%
Draft Revised R.P. derived Inner Metropolitan Increment as percent of Metropolitan R.P.C. Increment ⁵	63.5%	66.3%	67.9%	60.6%

NOTES:

1 Source: Edmonton General Municipal Plan, Map 1.1. Edmonton projects a 25 year increment (1976-2001) of 251,200. This was split into 5 year increments of 50,240. The initial 5 years 1976-1981, has shown Edmonton to be exceeding this rate at this time.

2 Source: St. Albert General Municipal Plan, growth rate, page 50. The increment has been calculated on a 7 percent growth rate 1981-1987 on a 1981 base population of 31,180. Growth 1977 to 1981 did not maintain the 7 percent growth rate in the plan. For 1987 to 2001, the following assumptions were made:

- (a) ultimate population of 70,000 (as per Cabinet Order) would be reached in 2001;
- (b) this overall increment would be split equally as an annual basis.

These two assumptions carry the projection beyond the term of the general municipal plan.

3 Source: Strathcona General Municipal Plan, page 13. The increments are calculated as provided in the general municipal plan with the following exception. Actual growth has not been at the rate projected to 1981. The assumption is made that the increments are carried from this date onward and an increment of 4,555 is shown in the 1996-2001 period to reflect the slower rate of growth experienced in 1978-1981. Ultimate size of 78,000 as outlined in the general municipal plan is recognized in the calculated increments.

4 Source: Population Projections for Edmonton Region, The Edmonton Sub-region and Component Municipalities 1981-2006, E.R.P.C., 1980 - High range projection.

5 This calculation is made from the projection noted in Source 4, above. as such it may serve as a comparative frame of reference relative to the increment projections derived from the general municipal plans.

Consequently the following table must be treated with a great deal of caution. Experience to date shows more rapid growth for Edmonton and slower growth for St. Albert and Sherwood Park than would be expected from reading the General Plans.

In the examination of the table, the following observations can be made:

- (a) The correspondence with the E.R.P.C. growth policy on the share of growth to the Inner Metropolitan Areas is conservative to good - the policy suggests 65 to 70 percent of the regional growth to the Inner Metropolitan Area, and the plans together suggest they will accommodate 57 to 66 percent of regional growth to 2001.
- (b) Experience is showing that Edmonton may have been too conservative and Sherwood Park and St. Albert too liberal in projections in the short run.

4.0 SATELLITE INDUSTRIAL CENTRES

4.0.1 Revised Draft Regional Plan Statements

6. The Commission designates Fort Saskatchewan, Leduc and Spruce Grove/Stony Plain as Satellite Industrial Centres and will support:
 - (a) the accommodation of 15 percent to 20 percent of future regional population growth and work opportunities in these communities; and
 - (b) the development of a variety of economic activities to ensure a strong and diversified real property tax assessment base, and the continued provision of a higher order of services to the local population and surrounding communities.

4.1 TOWN OF FORT SASKATCHEWAN GENERAL MUNICIPAL PLAN

- 4.1.1 Status: adopted short summary bylaw in 1981. Plan Document used as policy guide.

4.1.2 Role in Region

"It is the objective of Council:

To endeavour to accommodate growth consistent with the Town's role as a major industrial and service center in the Edmonton Region through a balanced expansion of residential and employment functions.

It is therefore the policy of the Town that:

Industrial expansion will be required to occur within the Town concurrent with residential development, thereby ensuring a sufficiently broad taxation base to finance essential secondary services.

The Town will:

- (a) anticipate a future population of between 34,200 and 50,100 residents by the year 2001; and
- (b) initially endeavour to maintain an approximate annual growth rate of up to 10 percent."

4.1.3 Comparison With E.R.P.C. Growth Strategy

The intent of the Town to foster balanced growth and a substantial population to facilitate the provision of higher level services is consistent with the role identified for Fort Saskatchewan in the E.R.P.C. growth policy. Projection made for the G.M.P. show Fort Saskatchewan accommodating an additional 22,000 to 38,000 people by 2001. This represents 4.8 to 8.3 percent of projected E.M.R.P.C. area growth.

4.2 TOWN OF LEDUC GENERAL MUNICIPAL PLAN

4.2.1 Status: Adopted short summary bylaw in 1981. Plan Document used as policy guide.

4.2.2 Role in Region

"One of the Town of Leduc's goals is to MAINTAIN A RATE OF POPULATION GROWTH CONSISTENT WITH THE TOWN'S IMPORTANT ROLE AS A MAJOR INDUSTRIAL AND SERVICE CENTRE IN THE EDMONTON REGION"

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Objective

To specify a future level of population and rate of growth which will be consistent with the Town's role in the Edmonton Region.

Policies

- (a) *The Town will endeavour to accommodate a total of approximately 19,000 residents by the year 1986 and approximately 37,000 residents by the year 2001.*
- (b) *The Town will endeavour to maintain an average annual rate of growth of approximately eight percent to the year 1986.*
- (c) *The Town will annually monitor population growth and its characteristics and adjust Town growth policies when necessary to recognize changes in resident attitudes and market forces"*

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4.2.3 Comparison With E.R.P.C. Growth Strategy

The focus of this plan is towards balanced growth and development of services. As such the intent is consistent with the role identified for the Town in the growth policy of the E.R.P.C.

The range of population projections in the plan would see Leduc at a population of 31,000 to 37,000 by 2001, implying that the Town could receive 4.1 to 5.4 percent of projected E.M.R.P.C. area growth.

4.3 TOWN OF SPRUCE GROVE GENERAL MUNICIPAL PLAN

4.3.1 Status: Adopted short summary bylaw in 1979. Plan document is used as a policy guide.

4.3.2 Role in Region

"To specify a future level of population and rate of growth which the Town will seek to accommodate and which will be consistent with the Town's likely role in the Edmonton Region.

- (a) The Town shall seek to accommodate a population increase of approximately 20,000 persons by the year 1996.
- (b) The Town shall seek to maintain an average annual rate of growth of between five and ten percent.
- (c) The Town shall seek to maintain a twenty year supply of future residential, commercial and industrial land.
- (d) The Town shall seek to annex sufficient land beyond the Town boundaries in order to ensure a twenty year supply of future residential and industrial land."

Page 10-11, Spruce Grove General Municipal Plan

4.3.3 Comparison with E.R.P.C. Growth Strategy

The plan is directed towards the Regional growth policy aims. The growth target of the Town implies accommodating approximately 5.2 percent of E.M.R.P.C. area growth by 1996.

4.4 TOWN OF STONY PLAIN GENERAL MUNICIPAL PLAN

4.4.1 Status: Adopted plan document by bylaw in 1978.

4.4.2 Role in Region

"To specify a future level of population and rate of growth which the Town will seek to accommodate and which will be consistent with the Town's likely role in the Edmonton Region.

- (a) The Town will seek to accommodate a population increase of approximately 12,000 persons by the year 1996.
- (b) The Town will seek to maintain an average annual growth rate of 8.7 percent.
- (c) The Town will seek to maintain a twenty year supply of future residential and industrial land.
- (d) The Town will seek to annex sufficient land beyond the existing Town boundaries in order to ensure a twenty year supply of future residential and industrial land."

Page 8, Stony Plain General Municipal Plan

4.4.3 Comparison with E.R.P.C. Growth Strategy

The efforts to expand the industrial base and accommodate growth are consistent with the Town's role. However, annexation decisions subsequent to the plan apparently ensure a substantially expanded role for the Town. The projections made under the plan program would see Stony Plain accommodating approximately 2.0 percent of E.M.R.P.C. area growth to 1996.

4.5 GENERAL MUNICIPAL PLAN GROWTH POLICIES EXPRESSED AS A SHARE OF REGIONAL GROWTH

With the same caution as was expressed in part 3.4, the following table shows a basic consistency between municipal aspirations for growth and the share of growth proposed for this group of communities under the Revised Draft Regional Plan.

The general plans suggest that growth shares might be somewhat less than projected by the draft regional plan to 1986, but somewhat higher subsequently. Recent growth rates would support the initially slower growth projection.

The growth policy suggested this group would share 15 to 20 percent of regional growth. The general plans (highest projections where there is a range) suggest a range of 16.5 percent to 21.3 percent over the period to 2001.

TABLE 2

POPULATION INCREMENTS FOR FORT SASKATCHEWAN, LEDUC,
SPRUCE GROVE AND STONY PLAIN DERIVED FROM GENERAL MUNICIPAL PLAN

	1981-1986	1986-1991	1991-1996	1996-2001
Fort Saskatchewan ¹	7,912	8,501	8,920	9,250
Leduc ²	6,202	6,202	6,202	6,202
Spruce Grove ³	6,083	6,083	6,083	6,083
Stony Plain ⁴	2,033	2,033	2,033	2,033
Total Satellite Industrial Centres	22,230	22,819	23,238	23,568
Regional Increments ⁵ E.R.P.C. area	134,600	116,900	112,400	110,500
Metropolitan R.P.C. area increment ⁶	129,500	112,000	108,000	107,000
General Plan derived Satellite Industrial Centre Increment as percent of Regional Increment	16.5%	19.5%	20.7%	21.3%
General Plan derived Satellite Industrial Centre Increment as percent of E.M.R.P.C. area increment	17.2%	20.4%	21.5%	22.0%
Draft Revised R.P. derived Satellite Industrial Centre Increment as percent of E.M.R.P.C. area increment	19.9%	17.3%	19.0%	17.9%

NOTES:

- ¹ Source: Fort Saskatchewan General Municipal Plan

Table 1 high projection.

- ² Source: Leduc General Municipal Plan, page 21.

The assumption is made that the magnitude of growth 1981-2001 will be equal in each 5 year period.

- ³ Source: Spruce Grove General Municipal Plan, page 10.

The magnitude of expected growth to 1996 was equalized for the 5 year period to that date. The assumption was made that the subsequent 5 year period would be similar to the periods up to 1996.

- ⁴ Source: Stony Plain General Municipal Plan, page 8.

See note 3 above. Similar method and assumption made for Stony Plain.

- ⁵ Source: Population Projections for Edmonton Region, The Edmonton Sub-region and Component Municipalities 1981-2006, E.R.P.C., 1980 - High range projection.

- ⁶ This calculation is made from the projections noted in Source 5 above. As such it may serve as a comparative frame of reference relative to the increment projection derived from the General Municipal Plans.

5.0 RESOURCE BASED/SERVICE AND COMMUTER CENTRES

5.0.1 Revised Draft Regional Plan Statements

"7(1) The Commission designates Beaumont, Bon Accord, Calmar, Devon, Gibbons and Morinville as Resource Based, Service and Commuter Centres in recognition of their increasing functions as providers of minor employment and commuter housing. The Commission anticipates that these centres will evolve as minor growth centres within the Edmonton Metropolitan Area.

(2) The Commission supports:

- (a) the accommodation of population growth in these centres generated as a result of their association with the Inner Metropolitan Area; and
- (b) the development of a variety of economic activities and services that will enable these centres to achieve balanced growth."

It should be noted that the Resource Based/Service and Commuter Centre designation was added to the 1978 Growth Policy by the Regional Plan Review Committee in 1980. The following plans are evaluated relative to Policy 7(2) primarily.

5.1 TOWN OF BEAUMONT GENERAL MUNICIPAL PLAN

5.1.1 Status: Draft Plan has received first reading and public hearing. March 1982.

5.1.2 Role in Region

The issue of future role in the region is not dealt with directly by the draft plan. However, there are statements in the plan which seek to guide Beaumont's future growth towards creating a well balanced community.

The Town recognizes its recent role as a Commuter Community.

"Over the past ten years, the Town has experienced considerable growth because of its proximity to major employment centres; the Nisku Business Park and Edmonton's Southeast Industrial Area. In addition, the community has afforded a different type of lifestyle to that offered in the City of Edmonton (see Figure 4). It is significant that, historically, people have moved to Beaumont for" for the size of the community, the sense of community, the visual quality and the affordability of housing. These aspects of the community have been identified as important for the future growth of the Town.

Although currently pursuing an active role in the Metropolitan growth, the previously identified regional development proposals will place additional pressures on the Town of Beaumont. There is a danger that these development pressures could erode the quality of life within the Town of Beaumont unless planned for carefully. Therefore, all development proposals for the Town must be sensibly evaluated to ensure that they are of long-term benefit."

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Recognizing that role, the Town seeks to broaden it's development structure towards well balanced growth.

"To date the Town of Beaumont has developed on the basis of a low density (single family/duplex) residential format. As such, the Town has functioned as a suburban or dormitory community, closely linked to the City of Edmonton. The Town, however, has recognized that it will be required to assume a more diversified role within the region. This is consistent with the Town's intent of establishing a broader economic employment base, which will, over time, benefit the community as a whole. Thus, it is the Town's goal to ensure that adequate residential accommodation, in a suitable environment, is made available within a wide economic income range."

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The Town has projected growth as noted below. The figures are higher than those outlined by the E.R.P.C. in 1980 but are compared to St. Albert's and Sherwood Park's growth in the 1960's and 1970's. It is not unreasonable to expect this level of projected growth "as a result of association with the Inner Metropolitan Area".

"Growth Strategy: The Town of Beaumont is an integral part of the Edmonton Sub-Regional Metropolitan Area. During the last decade, its growth has been dramatic, resulting in a change from Village status to Town status on January 1, 1980. With the likely continued growth and economic development forecast for Alberta and the Edmonton Region, the development strategy for the Town is based on projected population horizons. This strategy is in keeping with the Town's expressed policy of controlled growth with an average eight per-cent annual growth rate. The following table indicates the projected population horizons:

BEAUMONT, UP TO THE YEAR 2002

<u>Year</u>	<u>Population</u>
1972.....	337 (actual)
1977.....	1,045 (actual)
1982.....	3,000
1987.....	4,600
1992.....	7,400
1997.....	11,300
2002.....	15,200"

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5.1.3 Comparison with E.R.P.C. Growth Strategy

This plan does not conform with the growth strategy adopted by the E.R.P.C. in May 1978 which did not recognize a specific future role for commuter or dormitory communities. This provision however was altered by the Regional Plan Review Committee in 1980.

The new policy, as outlined in Section 5.0, places no explicit targets on commuter centre growth except to say the E.R.P.C. will support the population growth generated as a result of the role as a Commuter Centre for the Inner Metropolitan Area and will support efforts toward more balanced growth.

The Draft Beaumont General Municipal Plan apparently does not conflict with these principles enunciated by the Regional Plan Review Committee in 1980.

5.2 BON ACCORD GENERAL MUNICIPAL PLAN

5.2.1 Status: Plan document adopted by bylaw 1979.

5.2.2 Role in Region

The plan was prepared recognizing the May 1978 version of the E.R.P.C. growth policy. The plan notes "there are two major factors which are expected to influence the growth of the Village of Bon Accord within its regional setting. These factors are:

- (a) Regional growth policy.
- (b) Affordability of housing." (page 12)

The main emphasis is placed on its role as a potential supplier of affordable housing. This more closely relates to the restated growth policy than the one adopted in May 1978.

"In recent years the price of housing in large communities, particularly Edmonton, has reached levels beyond the capacity of many prospective home buyers. As a result there has been an increased interest by home-buyers in those communities, such as Bon Accord, which provide less costly housing. Bon Accord has been particularly attractive for two primary reasons:

- (a) Its close proximity to larger centres (i.e. Edmonton) make it attractive for commuting.
- (b) The fact that it is fully serviced by water, sewer, gas, electrical and telephones systems."

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Population projections prepared as part of the plan were relatively short range extending only to 1986. They were prepared based on "the factors considered in projecting municipal populations include: the role of the municipality within the regional setting; the recent growth history of the municipality, including 1978 population counts or estimates; previously existing municipal population projections such as may be found in general municipal plans; existing commitments for future growth; the availability of land for residential development; the potential for, or constraints related to servicing land for development; and the likely location of major industrial, or employment-generating activities in the region" (page 8-9). See Table on following page.

5.2.3 Comparison with E.R.P.C. Growth Strategy

The "high" population projection made by the E.R.P.C. in 1980 corresponds with Bon Accord's projections to 1986.

5.3 CALMAR GENERAL MUNICIPAL PLAN

5.3.1 Status: Plan document adopted by bylaw 1980.

5.3.2 Role in Region

Despite the draft regional plan having designated Calmar as a Resource Based, Service and Commuter Centre, there is little indication that it is yet serving a significant role as a Commuter Community. Further the intent of the Plan is to seek a more balanced form of growth.

The historical growth rate indicated in the general municipal plan is only approximately three percent per year. The plan notes that "Calmar experience steady population increases during the Leduc oilfield development and recent developments at the Nisku Industrial Park and International Airport" (page 2.2).

While the Town has annexed land and has improved services towards increasing the rate of growth it is clear that the intent is not to create a metropolitan oriented commuter community but rather balanced community development.

A range of projections are made in the plan. The emphasis is placed on planning towards a horizon population of 8,000 without a firm date attached. The plan suggests the Town should consider controlling the growth rate to control any adverse impacts (and presumably to develop and maintain a balance between economic and population growth).

"To avoid the potential economic and social problems associated with becoming a bedroom "dormitory" community for Edmonton, Council will try to encourage the growth of job opportunities in Calmar by actively recruiting new industries and commercial activities to Town at rates consistent with residential development."

"By implementing this policy, Council hopes to create a solid industrial/commercial tax base as well as local employment, thereby reducing its dependence on the commuter and enabling the Town to finance the capital projects needed to service new developments".

Page 3.3

5.3.3 Comparison with E.R.P.C. Growth Strategy

The plan embodies most of the E.R.P.C. principles but tries to minimize the role of a "commuter community". In spite of this, it should be noted that the 8,000 population target is much higher than the 1980 E.R.P.C. projection (high 1986 - 3,500 people). If the Town seeks to achieve the 8,000 threshold in this century a 10 to 15 percent growth rate would have to be sustained.

5.4 DEVON GENERAL MUNICIPAL PLAN

5.4.1 Status: Plan document adopted by bylaw in 1979.

5.4.2 Role in Region

"In considering the need for growth management, the Town has affirmed the decisions of the Edmonton Regional Planning Commission to assign Devon a significant role as a Natural Resource Based and Service Community. According to the Commission, Devon will compete with rural municipal and other small urban communities for its share of the 10 to 20 percent population growth in the Edmonton sub-region.

The Town growth strategy is therefore within the context of Regional policy. This plan allots Devon 1.5 percent (or 7,500 people) as its share of the next half million residents in the Edmonton sub-region.

On the basis of probable growth rates in the Edmonton sub-region, according to the Edmonton Regional Growth studies of the E.R.P.C., Devon could reach a population of about 11,000 in thirty years."

Page 3

"Growth rates in the twenty year time horizon of this plan are projected to average about 5 percent per annum. The target population for 1998 is 10,000 people. Due to recently approved developments in the Town, it is expected that initial growth rates will be more rapid than growth rates later in the twenty year period."

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The Town places considerable emphasis on balanced growth.

5.4.3 Comparison with E.R.P.C. Growth Strategy

The high range 2001 projection of the E.R.P.C. is 10,000. The Town makes the similar projection for 1998. There is no appreciable difference.

5.5 GIBBONS GENERAL MUNICIPAL PLAN

5.5.1 Status: Draft plan has received first reading and public hearing.

5.5.2 Role in Region

"To maintain a rate of population growth consistent with the Town's role as an Agricultural-Resource Service/Commuter Centre in the Edmonton Metropolitan Region."

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Policies expand upon this to indicate the desire of the Town to grow at a rate of approximately 200 to 500 residents a year. This is felt to be consistent with the developing role as a Commuter Centre in the metropolitan area.

"To strengthen and diversify the overall commercial function of the Town in order to provide a variety of commercial services and employment opportunities to local residents and to improve the Town's tax base."

Page 29

"To develop industrial activities in the municipality in order to increase local employment opportunities, minimize commuting to work for local residents and strengthen the Town's tax base."

Page 41

The policies of the Town focus on providing land and guidelines for the development of commercial and industrial land use. Downtown development is a priority as is generating of local employment opportunities.

FUTURE POPULATION SCENARIO TOWN OF GIBBONS 1981-2001

	1981	1986	1991	1996	2001
Low	2,310	3,350	4,600	5,600	8,000
High	2,310	5,000	6,900	9,522	12,000

5.5.3 Comparison with E.R.P.C. Growth Strategy

The policies in the plan are quite comparable with those of the growth strategy.

The population projections are different however.

	REVISED DRAFT REGIONAL PLAN PROJECTION		GIBBONS GENERAL MUNICIPAL PLAN	
	LOW	HIGH	LOW	HIGH
1981	1,700	2,000	2,310	2,310 (actual)
1986	2,800	3,200	3,350	5,000
1991	3,300	4,500	4,600	6,900
1996	4,900	5,800	5,600	9,522
2001	6,000	7,000	8,000	12,000

It is noted however, that the growth strategy now does not allocate any specific share of growth to the group of Resource Based Service and Commuter Centres.

Recently (1980-1981), Gibbons has accommodated 2.2 percent of the Regional growth. In the decade 1971-1981, Gibbons accommodated approximately 1.0 percent of the Regional E.M.R.P.C. growth. The Regional Projections (high) suggest that Gibbons will continue to accommodate a 1.0 percent share to the end of the century. The Gibbons general municipal plan projects Gibbons would continue to accommodate approximately 2.1 percent of the metropolitan population growth.

5.6 MORINVILLE GENERAL MUNICIPAL PLAN

5.6.1 Status: Adopted short summary bylaw in 1981. Document used as a policy guide to council and administration.

5.6.2 Role in Region

The following statements in the general municipal plan indicate that the Town acknowledges the role set out for it in regional policy and will work towards balanced growth.

"Objective

To endeavour to accommodate growth consistent with the Town's role as a Resource Based, Service and Commuter Centre in the Edmonton Region.

Policies

(a) *The Town will:*

- (i) *anticipate a future population of approximately 16,000 residents by the year 2001;*
- (ii) *monitor the rate of growth and adjust Town growth policies when necessary, to recognize changes in resident attitudes and market forces.*

The Town currently limits the total annual number of building permits issued to 200 units plus an additional 50 permits for infilling.

- (b) *To encourage balanced growth in Morinville, the Town will actively encourage the growth of economic activities within the Town so as to avoid the possible economic and social problems of becoming overly dependent on housing for municipal revenues.*

The Town's economic development strategy is further detailed in the Economic Development part of the General Municipal Plan document."

5.6.3 Comparison with Regional Growth Strategy

The high regional projection for the year 2001 is 12,000. This represents a 1.6 percent share of regional (E.M.R.P.C.) growth.

The general municipal plan projection of 16,000 by 2001, represents a 2.5 percent share of regional growth.

In the 1980-1981 period, Morinville received 1.6 percent of Regional (E.M.R.P.C.) growth. Over the last decade, Morinville has received 1.7 percent of Regional growth.

The general municipal plan projection is higher than the Regional one or even an extrapolation of recent growth shares.

5.7 GENERAL PLAN GROWTH POLICIES EXPRESSED AS A SHARE OF REGIONAL GROWTH

Remembering to treat this data with considerable caution, and considering the assumptions made in its preparation, the following table indicates that the Resource Based Service and Commuter Centres expect to accommodate more growth than has been projected by the 1980 Regional projections.

**GROWTH INCREMENT PROJECTED RESOURCE
BASED SERVICE AND COMMUTER CENTRES**

Period	Regional Projections	General Plans
	1980 (high)	
1981-1986	8,400	10,854
1986-1991	7,200	11,199
1991-1996	7,250	12,987
1996-2001	7,150	12,884
TOTAL	30,000	47,924

There is no basic conflict with regional policy since the Revised Draft Regional Plan did not allocate any specific share of regional growth to this group of communities.

However, the Regional Population Projection suggested a 6.6 percent share of regional growth; the general plans suggest an approximate 10.5 percent share.

Implicit in the Revised Draft Regional Plan is that this group of communities could share up to 10% of regional growth if the growth share range for other groups of communities came in at the minimum. (eg. 65% Former Metropolitan Area, 10% Satellite Industrial Centres, less than 10% Rural).

TABLE 3
POPULATION INCREMENTS FOR BEAUMONT, BON ACCORD, CALMAR,
DEVON, GIBBONS AND MORINVILLE DERIVED FROM GENERAL MUNICIPAL PLAN

	1981-1986	1986-1991	1991-1996	1996-2001
Beaumont ¹	1,600	2,800	3,900	3,900
Bon Accord ²	400	345	333	330
Calmar ³	1,755	1,755	1,755	1,755
Devon ⁴	1,549	1,549	1,549	1,549
Gibbons ⁵	2,700	1,900	2,600	2,500
Morinville ⁶	2,850	2,850	2,850	2,850
Total Resource Based Services and Commuter Centres	10,854	11,199	12,987	12,884
Regional Increments E.R.P.C. area	134,600	116,900	112,400	110,500
E.M.R.P.C. Area Regional Increment	129,500	112,000	108,000	107,000
General Plan derived R.B.S. & C.C. Increment as percent of Regional Increment	8.1%	9.6%	11.6%	11.6%
G.M.P. derived R.B.S. & C.C. Increment as percent of E.M.R.P.C. Area Increment	8.4%	10.0%	12.0%	12.0%
Draft Revised R.P. Increment as percent of E.M.R.P.C. Area Increment	6.5%	6.4%	6.4%	6.7%

NOTES:

- 1 Source: Draft Beaumont General Municipal Plan, page 14.
Plan uses different time frames (e.g. 1982-1987). It is assumed that the increment for the similar 5 year time period (e.g. 1981-1986) will be the same.
- 2 Source: Bon Accord General Municipal Plan, page 9.
The plan has a time frame only to 1986. The increment proposed 1981-1986 is only 400 as approximately 0.3 percent of the expected regional E.M.R.P.C. increment in the same period. This share of regional growth was projected for the following 5 year periods but no such direction is given in the plan.
- 3 Source: Calmar General Municipal Plan, page 2-5.
No definitive projection is made. A target of 8,000 is set which could be achieved with a very high rate of growth by 1990 or which could take 20 to 25 years. For the sake of this analysis, the assumption is made that this population will be reached in 1002 and that 5 year increment will be of equal magnitude. The plan does not specifically make any such assumptions.
- 4 Source: Devon General Municipal Plan, page 4.
The assumption is made that this growth will be extended equally across the period and the 10,000 threshold would be reached in 2001.
- 5 Source: Gibbons General Municipal Plan, Page 10
- 6 Source: Morinville General Municipal Plan, P. 22
Increment to 2001 split equally into 5 year period.

6.0 RESOURCE BASED/SERVICE CENTRES

Revised Draft Regional Plan Policies

- "(1) The Commission supports the continued growth of all Resource Based/Service Centres to populations which, within the time frame of the Plan, are at least double their existing size. The Commission recognizes the vital economic, social, cultural and administrative functions carried out by these communities for their respective service areas.
- (2) The Commission will support:
 - (a) local initiatives to attract industries that will promote local economic self-sufficiency and ensure the continuation of an adequate level of services for these communities and their respective service areas; and
 - (b) the development of employment generating activities that use local resources or provide a local service."

page 2-4

Through restructuring of Commission boundaries, only three municipalities presently retain this designation: Redwater, Legal and New Sarepta.

A general municipal plan is in the final adoption process for Redwater. New Sarepta is not required to have a General Municipal Plan under the requirements of the Planning Act. Its growth is generally being guided by an overall land use plan prepared in 1978. However, since it does not have legal status, it is not considered in this analysis. A general plan for Legal will be commenced in 1982.

6.1 REDWATER GENERAL MUNICIPAL PLAN

- 6.1.1 Status: The draft General Plan has been presented to the Council but has not yet received first reading.

Role in the Region

Redwater views its role as primarily being a service centre to resource based and industrial development in the N.E. section of the Region.

"Industrial development which started in Redwater in the late 1940's and which was based on very particular natural resource attributes provided an important impetus for local population growth which tended to be largely independent of the developments in the rest of the province and the Edmonton region. However, more recent developments affecting the Town's population growth namely the Redwater Fertilizer Plant, the Armco Plant, and petrochemical production at Fort Saskatchewan, as their scale implies, are some closely related to emerging development trends in the rest of the province and in the Edmonton region."

page 10

"Population change in Redwater will increasingly become influenced by provincial and regional economic trends. Therefore, attention has been focussed on regional and municipal population projections developed as part of the E.R.P.C.'s Regional Plan program. The resulting high population projection for Redwater for the period to the year 2001 was 4,200 (an average annual rate of growth of 4.0 percent). The magnitude of industrial development anticipated in proximity to Redwater, however does imply a higher average annual rate of growth for the Town over the time frame of the general municipal plan than the average annual rate of growth from 1971 to 1980 which was 4.2 percent. Consequently, a future Town population of between 4,200 and 5,000 (an average annual rate of growth of 4.9 percent) is anticipated for general municipal planning purposes."

page 11

"Any strong tendency in the future, however, for population growth to decentralize within the metropolitan area, in combination with a limited amount of development in the field of secondary petrochemical manufacturing will mean that the Town's dormitory function may prevail. On the other hand, metropolitan area municipalities within shorter commuting distances to Edmonton continue to accommodate population growth and if, at the same time, secondary petrochemical manufacturing activities grow at a rapid pace in the metropolitan area, Redwater's function will likely develop more toward an industrial role."

page 12

6.2.3 Comparison with E.R.P.C. Growth Strategy

The draft General Municipal Plan appears basically compatible with the intent of Edmonton Regional Planning Commission policy regarding Resource Based/Service Centres.

The population projection included in the plan approximately 4,200 by 2001 (or a 4% annual growth rate) 2.1 times the existing population and corresponds exactly with the high 2001 projection made for Redwater in 1980 by the E.R.P.C. Regional Plan project.

7.0 RURAL MUNICIPALITIES

Revised Draft Regional Plan Policies

The Commission encourages rural municipalities to perform a strong agricultural role and to accommodate up to 10 percent of the future population growth of the Region. The Commission recognizes the expanding role of rural municipalities in providing employment opportunities in industries that use local resources, offer a local service or require large amounts of land. Hamlets will continue to perform local residential and service centre functions for their respective service areas.

7.1 COUNTY OF LEDUC GENERAL MUNICIPAL PLAN

7.1.1 Status: Adopted plan document by bylaw, 1980.

7.1.2 Role in the Region

The County of Leduc views itself not only as an agricultural municipality but also as a potential recipient of metropolitan growth in industrial uses and country residential development. However, the basic land use, by policy, is agriculture.

"1. AGRICULTURAL POLICY

1.1 Agricultural Districts

1.1.1 Land in the County, except for: lands required for the ultimate development of the Nisku Industrial Park; the Primary Area generally reserved for more intensive country residential development; and, lands identified as resource conservation and protection areas, will be designated as agricultural districts. Agricultural uses will be permitted."

"Since 1966 the County of Leduc's population growth has had a rising tendency, with a rate of growth consistently accelerating from a 2.3 percent increase in the five year period between 1966 (10,295) and 1971 (10,535) to a 5.9 percent rise in the last two years between 1976 (10,949) and 1978 (11,600). The range of 16,000 - 20,000 provides a likely projection of future population of the County of Leduc to 1996. It incorporates projections of increased population growth pressures in the County as a result of population growth projected for the Edmonton Region."

page 1

"INDUSTRY

Recent economic projections indicate substantial rapid growth for Alberta and the Edmonton area. It appears certain that the County of Leduc will feel added pressure to allow more industrial development in the period to 1996.

Secondary industries (construction and manufacturing) are recent additions to the County's economic base. Their main and practically only focus is the Nisku Business and Industrial Park. The Park, which contains approximately 3,000 gross acres of serviced and potentially serviceable land, is situated near the Hamlet of Nisku.

Out of the 1,150 presently developed gross acres of industrial land in the Park, over 780 acres are occupied by a wide array of 140 establishments providing 1,500 permanent positions with an additional 3,500 - 4,500 off-site employment positions. The developments in the Park have significantly increased the non-farm employment in the County and boosted the fiscal base of the municipality.

The International Airport covers approximately 12 sections of the County of Leduc territory north of the Town of Leduc. The Edmonton International Airport presently employs close to 1,500 people. It has been projected that the Airport will employ more than 8,000 people by 1996.

The existing Nisku Business and Industrial Park focus should be strengthened by planning for its highest level of industrial development potential and by expanding the role of the Park to include commercial developments. Opportunities for the Park to tie into regional servicing systems and the area clearly

exhibits a very high potential for industrial/commercial development which could conceivably involve as much as 7,000 acres of land. Moreover, within the County there is also potential for expanding the International Airport's industrial area and attracting agriculture-related industries.

Excellent road, rail and air transportation services, local oil and gas activity, lower land costs, a strong labour market and a supportive County Council have all helped and will continue to help to bring new industry to the County."

page 5

7.1.3 Comparison with E.R.P.C. Growth Strategy

The emphasis in the General Municipal Plan is towards reinforcing the agricultural role of Leduc which is consistent with Edmonton Regional Planning Commission policy.

In terms of the magnitude of population projections (16,000 - 20,000 by 1996) this is compared to the regional projection which suggests Leduc could grow to 15,200 to 18,000 by the year 1996 or to 16,000 to 20,000 by the year 2001.

The County's projection represents a 2.2% share of metropolitan regional growth to 1996.

The regional growth policy suggests which industrial development should focus on local resource using developments (eg. coal), industries providing local services, or industries using large amounts of land.

The County on the other hand focusses on the full range of industrial development potential of the Nisku area by virtue of its locational attributes. This appears inconsistent with the growth policy of the E.R.P.C. but reading the more specific policy in the revised draft regional plan, no basic conflicts are found.

7.2 COUNTY OF PARKLAND GENERAL MUNICIPAL PLAN

7.2.1 Status: Document adopted by by-law, 1978.

7.2.2 Role in the Region

The desired role of the County is not clearly delineated by the General Plan. Rather the County perceives its role is to respond to whatever growth pressures comes its way. The plan looks at land capability and compatibility of land uses rather than planning for any specific demand. Areas having potential for urban reserve (adjacent to Towns) rural residential, industrial service, commercial resource extraction, recreation, agricultural and mixed land use are identified. No attempt is made to indicate in what order or how much land having potential for these uses will actually be developed. This will be determined by the municipality on the basis of a review of individual applications using the policies in the plan.

7.2.3 Comparison with E.R.P.C. Growth Strategy

No population forecasts are made as part of the County's plan. The intent is to accommodate whatever growth pressure is felt subject only to the evaluation of projects using the municipal policies.

Historical Data may give an indication of trend in the share of metropolitan area growth.

	Edmonton Sub-Region Growth	Parkland Growth in Sub-Region Area	Parkland Growth as % of Sub-Region Growth
1961 - 1966	65,440	-287	0%
1966 - 1971	76,132	840	1.1%
1971 - 1976	76,461	5,665	7.4%
1976 - 1981	104,335	4,780	4.6%

7.3. COUNTY OF STRATHCONA GENERAL MUNICIPAL PLAN

7.3.1 Status: Document adopted by by-law 1978.

7.3.2 Role in the Region

The role of Sherwood Park was discussed separately in the context of the section on inner metropolitan area communities.

This sections comments thus refer to the remaining area of the County.

The underlying philosophy is that the County will have to accommodate a variety of demands for urban residential, country residential, small holdings and industrial land use and that this should be planned to minimize conflicts between land uses and to protect the agricultural land resource as far as possible.

"An important part in preparing the General Municipal Plan was to recognize the County's unique characteristic as a municipality composed of an urban sector as represented by Sherwood Park; a semi-urban sector in the form of small holdings and small farms; an agricultural sector, and a major industrial sector of international significance."

page 2

"In order to allocate land use, the population based on Strathcona's share of the overall provincial growth is used.

Table 6

POPULATION PROJECTION

<u>Year</u>	<u>Population</u>
1981	55,100
1986	70,600
1991	88,100
1996	107,200
2001	128,000 "

page 13

COUNTY POPULATION PROJECTION
EXCLUDING GROWTH PROPOSED FOR
SHERWOOD PARK

<u>Year</u>	<u>Population</u>
1981	21,000
1986	24,000
1991	28,000
1996	32,000
2001	50,000

(Source: Estimated from graphing of projections on page 13)

"The existing capacity for population growth leaves some 59,000 persons that have to be accommodated by the year 2001.

If the existing trends and distribution are followed, the country residential and small farm parcels will absorb 111,000 acres by 2001, which would reduce the agricultural land from 78.1% in 1977, to 60.3% by 2001. With the additional urban accommodation of 0.8%, the total agricultural land by 2001 will amount to 59.5%.

On the other hand, if most of the population increment was housed in a dense urban form, the resulting concentration will result in 76.1% of land retained in agriculture.

The impact of rural residential accommodation on the supply of agricultural land is a very costly type of development. The existing supply of country residential parcels is likely to last until 1988 and, in light of this surplus and the adverse effect of country residential development on the conservation of agricultural land, the following policies are recommended:

- (a) No further transfer of good agricultural lands into country residential developments should take place.
- (b) Some limited subdivision into small farms (20 - 40 acres) could be allowed in unproductive soils, but any sizeable transfer of agricultural lands should be curtailed."

page 13

"If Sherwood Park is to be planned to a maximum of 78,000, a surplus population of 22,600 persons must be accommodated."

page 13

"By 1995, there will be a need to commence development for the extra 22,600 population. To accommodate 22,600 persons in an urban environment, a new community is required."

page 13

"Overall evaluation based on all the development constraints and advantages show the general area of Ardrossan as being the most advantageous area for new urban development. In order of priority, three other areas can be considered to be, to some degree, advantageous for urban development. These are: the northward expansion of Sherwood Park; Josephburg; and the area on Highways 14 and 21."

page 15

The urban growth policies are, therefore, as follows:

- | | |
|---------------------|---|
| Stage I | - the completion of Sherwood Park; |
| Stage II | - a) the easterly expansion of Sherwood Park;
b) the northerly expansion of Sherwood Park; |
| Future Urban Centre | - Josephburg (population 1,500 - 2,000); |
| Suitable Urban Area | - Ardrossan." |

page 15

The logic of the Strathcona Plan focusses on the progression that they (the County) will independently have to accommodate a certain projected share of provincial growth.

If Sherwood Park is constrained then the most economical and land conserving way is a new Town (Ardrossan) and an expansion of Josephburg rather than expansion of country residential uses.

No fault can be found with this logic if there is no alternative way to accommodate this growth regionally in existing urban centres.

7.3.3 Comparison with E.R.P.C. Growth Strategy

The E.R.P.C. growth strategy does not support the concept of new Towns or major growth of Hamlets implying a conflict between the County's growth aspirations and the Regional policy.

The concept of limiting country residential land use and protection of agricultural land is consistent with the regional policy.

If the County grows as projected in the plan, it would be accommodating an increment of 28,672 (exclusive of Sherwood Park) or 6.3% of the metropolitan regional growth increment to 2001.

7.4 M.D. OF STURGEON GENERAL MUNICIPAL PLAN

7.4.1 Status: Adopted plan document by by-law 1979.

7.4.2 Role in the Region

A primary focus of the plan is the protection of the agricultural industry and agricultural land base.

"High quality agricultural soils account for the majority of land within the Municipal District and also constitutes a very important part of the municipality's economic base. Accordingly, the Municipal District adopts the following policy.

The Municipal District will protect high quality agricultural lands for agricultural purposes.

For the purposes of the Municipal District of Sturgeon Municipal Plan, high quality agricultural land is defined as those lands designated by the Canada Land Inventory Capability for Agriculture Survey as Class 1, Class 2, Class 3, and Class 3 with an admixture of lower capability soils."

page 3

In association with this, the M.D. of Sturgeon has established standards to evaluate proposals for country residential development.

The M.D. of Sturgeon supports industrial development in certain pre-designated areas.

Policies in the plan support the growth of the urban communities in the M.D. and discourage residential and industrial sprawl into the rural areas.

Population projections were prepared to 1996, the highest being 18,204. This figure implies a slight decline in farm population, a constant military and institutional population and a 5.3% increase in country residential population.

7.4.3 Comparison to E.R.P.C. Growth Strategy

The policies and philosophy of the plan are in accord with the role supported by the Edmonton Regional Planning Commission.

The population projection suggest that the M.D. of Sturgeon will accommodate approximately 1.5% of metropolitan regional population growth to 1996.

It should be noted that in the 1976 to 1981 time period, Sturgeon has actually accommodated 3.4% of E.M.R.P.C. area growth.

7.5 GENERAL MUNICIPAL PLAN GROWTH POLICIES EXPRESSED AS A SHARE OF REGIONAL GROWTH

The lack of any projection in the Parkland plan limits the opportunity to make overall comments.

The following table has incorporated a number of assumptions but in general shows a general degree of conformity between regional and municipal projections.

The major growth proposed in Strathcona outside Sherwood Park after 1996 does represent a potential conflict as the plan proposes to accommodate this growth in a new Town - Ardrossan.

The table would suggest that if Parkland accommodated 3 to 5% of regional growth, the intent of the growth policy would be attained relative to rural population growth. It should be noted however that early indications suggest that Sturgeon projections are low and Strathcona may be high and there is a great deal of variation in the market for rural residential development. It should also be noted that the 1980 regional projections allocated only 7.5% of sub-regional growth to the four rural municipalities.

TABLE 4

POPULATION INCREMENTS FOR THE COUNTY OF STRATHCOONA, COUNTY OF LEDUC AND M.D. OF STURGEON DERIVED FROM GENERAL MUNICIPAL PLAN

	1981-1986	1986-1991	1991-1996	1996-2001
County of Strathcoona ¹	3,000	4,000	4,000	18,000
County of Leduc ²	2,600	2,600	2,600	2,600
M.D. of Sturgeon ³	615	615	615	615
Total Projected Increments 3 Rural Municipalities Only ⁴	6,215	7,215	7,215	21,215
Regional E.R.P.C. Increment ⁵	134,600	116,900	112,400	110,500
E.M.R.P.C. Increment ⁶	129,500	112,000	108,000	107,000
G.M.P. derived partial Rural Increment as percent of E.R.P.C. Increment ⁷	4.6%	6.2%	6.4%	19.2%
G.M.P. derived partial Rural Increment as percent of E.M.R.P.C. Increment ⁷	4.8%	6.4%	6.7%	19.8%
Draft Revised R.P. derived Rural Increment (3 Municipalities) as percent of E.M.R.P.C. Area Increment ⁸	5.9%	5.7%	3.9%	6.2%

NOTES:

- 1 Source: County of Strathcoona General Municipal Plan, page 13.

Growth projections for total County and Sherwood Park graphed and growth of rural areas of County are derived. The major growth in 1996-2001 period assumes County must continue to grow subsequent to Sherwood Park reaching a population of 78,000. A second urban community is assumed.

- 2 Source: County of Leduc General Municipal Plan.

High population projection to 1002 split equally into 5 year increments.

- 3 Source: M.D. of Sturgeon General Municipal Plan.

High projection to 1996 split into three-5 year increments from 1981. Assumed same growth increment (beyond that in plan) for period 1996-2001.

- 4 Note increments for County of Parkland not included in this table.

- 5 Source: 1980 E.R.P.C. Regional Projection

- 6 Source: 1980 Sub-region Projection

- 7 Note only three municipalities are included in this percentage calculation. To compare to the policy of 10% share of growth for rural municipalities Parklands's share must be calculated. Historically, Parkland has taken a 4.6% share of sub-regional growth in the latest 5 year period.

- 8 These percentages are calculated excluding Parkland and taking .75 of Leduc's growth assumed to be in the sub-region.

8.0 SUMMARY

The examination of plans has indicated that generally there is a close correspondence between the philosophy of the E.R.P.C. growth strategy and municipal objectives and expectations are expressed in their growth strategies.

The correspondence between growth projections of the revised draft regional plan and the general municipal plans is difficult to establish in any absolute sense since different terms and methods of projection were used. Consequently, major assumptions had to be made in many cases to render the projection to a comparable state. However, when this was done the projections made regionally and for the municipalities were more remarkable for similarities than differences.

The Inner Metropolitan Areas Communities policies reflect those of the regional growth strategy - healthy competition to accommodate 60 to 70 percent of the region's economic and population growth.

The Satellite Industrial Centres all express the intent to accommodate substantial economic and population growth in respect to their role in regional development. Jointly, they seek to plan to accommodate 16 to 21 percent of regional growth to 2001. The regional policy suggested they should accommodate 15 to 20 percent of the region's growth.

The Resource Based/Service and Committee Centres jointly are seeking to encourage residential growth and economic development. They seek to accommodate 8 to 12 percent of regional growth. The growth policy as revised by the regional plan review committee stated no objective for the share of regional growth for this group of municipalities. The growth they are projecting is not unreasonable in the context of serving a commuter function to the Inner Metropolitan Area. However, these targets are higher than the 1980 E.R.P.C. projections which saw these municipalities accommodating approximately 6.5 percent of regional growth.

Only one of the Resource Based and Service Centres, (Redwater) has completed its general plan and thus no overall generalization can be made for this group. The Redwater plan does apparently satisfy the regional expectation for Redwater's role.

The rural municipalities are also somewhat difficult to generalize upon. In general, all support the protection of agriculture. However, the philosophy of Parkland is to evaluate all proposals for development individually using the criteria in the plan. It is thus impossible to truly project a land use pattern as a future population. Consequently, this plan can not be said to conform or not to conform to regional policy this can only be assessed by reviewing the individual decisions made consequent to the plan and hopefully regional policy. The County

of Strathcona plan is basically in accord with regional policy. An exception is noted however in the justification for new urban centres which flows from projecting municipal growth as a share of provincial growth without considering the alternative of locating "excess" population growth pressures in other regional communities.

The following table is extracted from the previous material. In The following discussion it should be recalled that projections have not been made for Parkland, Legal, New Sarepta, and Redwater's share of regional growth in this table.

Firstly, to 1986 the municipal plans have not apparently planned to accommodate the amount of growth projected by the E.R.P.C. However, this is contradicted by the actual inventory of committed subdivision and zoning which clearly demonstrates approximately a 15 year supply of land for development.

The subsequent periods show numerical expectations run higher than the region creating a potential oversupply of land in the future. It is not considered that this is a significant issue because of the magnitude of the "overplanning" (4 to 12 percent), the need to maintain flexibility and choice in the land market and the fact that the plans will be adapted to changing circumstances as needs dictate.

Also it may well be the case that the 1980 high projections of the E.R.P.C. are too conservative. If such is found to be the case, the "over-supply" issue may well not exist at all.

This analysis has been made, comparing the General Municipal Plans to the growth policy of the E.R.P.C. as adopted in 1978 and revised by the Regional Plan Review Committee in the spring of 1980. The Provincial policy, or metropolitan growth as expressed in the Edmonton Annexation order was declared in 1981. If this Provincial policy is to be followed from this date, an immediate conclusion is that all the general plans growth policies, aspirations and projections are invalid.

The City of Edmonton (using the projections made in these Urban Growth Studies) will have to accommodate approximately 22,645 new residents per year as compared to the 10,050 per year proposed in their General Municipal Plan. Using the same regional projection prepared by Edmonton and assuming 70,000 people in both Serwood Park and St. Albert by 2001, these communities will have to accommodate 4,000 people per year as compared to an average of 4,400 per year under their General Municipal Plan. This leaves a residual annual growth increment (under the City's Growth Projection) of approximately 3,850 people per year for all urban and rural municipalities excluding Edmonton, St. Albert and Sherwood Park. The General Municipal Plans for all these other municipalities jointly plan upon accommodating an average annual increment of 9,080.

TABLE 5
POPULATION INCREMENTS BY GROUPS OF MUNICIPALITIES
DERIVED FROM GENERAL MUNICIPAL PLANS EXPRESSED AS
PERCENT SHARE OF PROJECTED REGIONAL GROWTH

	1981-1986		1986-1991		1991-1996		1996-2001	
	000's	%	000's	%	000's	%	000's	%
Inner Metropolitan Area Increment ¹	76.1	58.8	75.6	67.5	74.1	68.7	63.0	59.0
Satellite Industrial Centre Increment ²	22.3	17.2	22.8	20.4	23.2	21.5	23.6	22.0
Resource Based/Service And Composite Centre Increment ³	10.8	8.4	11.2	10.0	13.0	12.0	12.9	12.0
Resource Based and Service Centre Increment ⁴	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Rural Increment (partial - not including Parkland) ⁵	6.2	4.8	7.2	6.4	7.2	6.7	21.2	19.8
TOTAL INCREMENTS CALCULATED FROM G.M.P.'s ⁶	115.4	89.2	116.8	104.3	117.5	108.9	120.7	112.8
SUB-REGION INCREMENTS CALCULATED FROM REGIONAL PLAN PROJECTIONS 1980	129.5	100.0	112.0	100.0	108.0	100.0	107.0	100.0

NOTES:

¹ See Table 1

² See Table 2

³ See Table 3

⁴ Only one of three plans are available.

⁵ See Table 4

⁶ Increments from sub-regional high projection 1981-2001, 1980 regional growth projections.

⁷ Percentages calculated G.M.P. increment/Regional increment x 100.